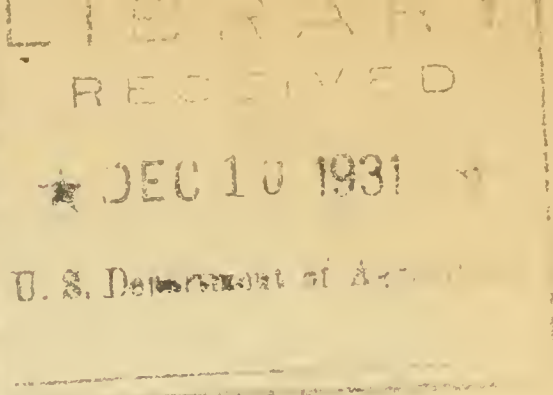


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## REPORT OF THE DIRECTOR OF PERSONNEL AND BUSINESS ADMINISTRATION

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UNITED STATES DEPARTMENT OF AGRICULTURE,  
OFFICE OF PERSONNEL AND BUSINESS ADMINISTRATION,  
*Washington, D. C., September 29, 1931.*

SIR: I submit herewith a report of the work of the Office of Personnel and Business Administration for the fiscal year ended June 30, 1931.

Respectfully,

W. W. STOCKBERGER, *Director.*

Hon. ARTHUR M. HYDE,  
*Secretary of Agriculture.*

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### INTRODUCTION

During the year the Office of Personnel and Business Administration exercised general supervision of the business operations of the department and its staff of 28,163 workers stationed in the District of Columbia and throughout the United States and foreign countries, and assisted in the preparation of a budget for which Congress appropriated \$349,246,090.

### EMERGENCY WORK

The drought of 1930, together with the unemployment situation, placed new responsibilities upon each bureau and office of the department, requiring many new workers throughout the country and demanding overtime work by the department's permanent staff. The personnel responded to the occasion in the best of spirit.

### HOUSING PROBLEMS

The Department of Agriculture occupied 3,100,569 square feet of office and laboratory floor space during 1931. Of this, 1,354,315 square feet was located in the District of Columbia; 429,140 square feet was used rent-free in Federal buildings outside of the District of Columbia; and 1,317,114 square feet was rented outside the District of Columbia at a total rental of \$745,692.

Near the beginning of the fiscal year the new administrative building, linking the east wing and the west wing of the Agricultural Building, was opened for occupancy and the Office of Personnel and Business Administration transferred a number of scattered offices into these new quarters. This made necessary certain rearrangements of the char, watch, and elevator forces.



Soon after the beginning of the fiscal year the buildings in the square bounded by B and C Streets, Linworth Place and Thirteenth Street, were razed by the Treasury Department for erection of a new extensible building. It was necessary to move several offices of the department from buildings in that square and to find other quarters for them until the new building is ready for occupancy.

Now the office is busily engaged in matching available space to the requirements of future occupants, with particular attention to the needs for contacts between certain related units. The problem also involves vacating certain other buildings, now occupied by agricultural workers, which are scheduled to be razed in the early future to make way for construction of another building.

### IMPORTANT PERSONNEL LEGISLATION

The Office of Personnel and Business Administration has been called on to adjust its practices in accordance with three important acts of personnel legislation.

First of these is the Brookhart act, amending the classification and rate of pay of a large percentage of the department's personnel. This bill automatically raised the rate of compensation of many workers, beginning two weeks after the opening of the 1931 fiscal year, and necessitated a considerable revision of both personnel and financial records. The salary adjustments on account of the Brookhart act affected 3,202 employees of the department and increased the annual operating cost of the department \$268,287. Congress appropriated \$151,529 additional funds to cover part of this increase and the department absorbed the remaining \$116,758.

Passage of the Saturday half-holiday act, giving freedom of one afternoon a week to all Government workers throughout the country, complicated several problems of administration for this office. Many questions concerning the effect of this legislation on annual and sick leave had to be decided. Also the office faced the necessity of deciding the manner in which this act should affect the 80 per cent of the personnel working in the field. Many workers are quartered at small stations, performing duties requiring regular daily attention.

The retirement act as amended in 1930 provided retirement benefits for workers commensurate with their earning capacities during years of active service.

### ORGANIZATION AND SCOPE

In 1925 the Secretary of Agriculture consolidated nine separate and independent business and personnel offices into the centralized Office of Personnel and Business Administration under the leadership of a director. It was the purpose of this centralization to eliminate confusion and waste in business procedure and to simplify and facilitate the general business administration of the department.

This office represents the department in dealing with the Civil Service Commission, the Personnel Classification Board, the Employees' Compensation Commission, the Bureau of the Budget, the



General Accounting Office, Veterans' Administration, and the various boards operating under the authority of the Chief Coordinator.

In personnel administration, organization, budget, and fiscal matters this office cooperates with bureau chiefs in effecting improvements. It purchases needed equipment and sells unnecessary materials. It solves transportation problems involved in official travel of members of the department and in transferring necessary supplies between headquarters and field. It provides suitable working quarters for the department and cares for the department's buildings and equipment.

The office is organized into two major units—the branch of personnel and the branch of business and fiscal operations.

#### BRANCH OF PERSONNEL

In the personnel branch there are a division of appointments and a division of organization and classification. The division of appointments is responsible for the personnel changes of the department in so far as changes are affected by civil-service rules, by administrative and fiscal regulations, or by decisions of the Comptroller General. The division has a complete service record of 28,163 employees. It maintains cumulative records of appointments, promotions, demotions, resignations, removals, retirements, leave, and furloughs without pay. It assists in developing tests and examinations for applicants for positions in the department.

The division of organization and classification handles requests for classification of the positions of departmental employees, according to the character of the work and the degree of responsibility involved, in so far as these positions are defined by the personnel classification act. It investigates appeals for reclassification and makes recommendations to the director for disposal of such appeals. It presents classification cases before the Personnel Classification Board. It studies the organization of various bureaus, analyzes and describes bureau functions and considers proposed changes of departmental organizations, and the effects these changes will have on the personnel and on the effectiveness of departmental operation.

#### DIVISION OF APPOINTMENTS

At the close of the fiscal year, 28,163 persons were on the rolls of the Department of Agriculture, the greatest number of employees in the history of the department, according to records maintained in the division of appointments. In fact, the department personnel increased by 2,422 during the 12 months. At the close of the fiscal year, 2,924 more workers were performing agricultural service for the Federal Government than at the peak of activity during the World War.

The personnel requirements of the war-time period and of the past year have been similar inasmuch as both periods have embraced emergency work and have required abnormal numbers of workers. However, the requirements of the past year have not called for nearly so great an increase in staff as did those of the former period,



and the present personnel represents a rather steady growth of department service in response to the demands of the agricultural industry. Most of the present staff is engaged in permanent and recurring work, whereas the war-time staff was reduced by more than 6,000 workers during the postwar period.

The department staff was divided as follows: 5,639 employees working in the District of Columbia; 22,446 working at 1,451 field stations scattered throughout the United States; and 78 stationed in foreign countries.

*A normal turnover.*—The department personnel has experienced a normal turnover of 7.95 per cent during the year, as compared with 9.79 per cent during the fiscal year of 1930, 8.62 per cent during 1929, and 9.50 per cent during 1928. To appreciate the present stability of the department personnel one need only compare these figures with the postwar turnover of 54.76 per cent in 1920 and 18.11 per cent in 1921.

The department appointed 10,258 new employees during 1931, compared with 7,707 appointments the previous year. Separations from the service totaled 7,836, compared with 5,986 during 1930. The department promoted 5,335 workers, compared with 6,578 promotions in 1930.

*Record of leave.*—Although it is commonly reported that Government employees in Washington take 30 days of annual leave and 30 days of sick leave with pay, the records in the division of appointments do not bear out this report. During the last eight years men and women working for the Department of Agriculture in Washington took an average of 27 days annual leave and 7½ days sick leave, or altogether 34½ days leave with pay each year. For the year 1931 the employees used only 6.9 days of sick leave on the average.

In the field, where most of the department's employees are located, the limit is 15 days annual leave and 15 days sick leave. However, few workers take leave to this extent. The combined average of annual and sick leave is 15.1 days during the last 8 years. Last year the average field employee used only 2.8 days of sick leave and throughout the 8 years only 3 days each year.

It may surprise many to know that an average of 27 per cent of the employees in Washington and 53 per cent of the field force did not take any sick leave during the last 8 years. Furthermore, only 4 per cent of the Washington personnel and 5 per cent of the field personnel made use of the entire allowance of annual and sick leave which may be granted.

*Work incident to appointment, transfer, and promotion.*—The division of appointments was engaged throughout the year in duties incident to the appointment of new employees or the transfer or promotion of other workers. In fact, the necessity of additional personnel to carry out the emergency work authorized by Congress occasioned a large volume of extra work by this staff.

This division requested 132 examinations to be given by the Civil Service Commission and received and circulated among the department administrators 253 applications for positions. The division



also obtained from the Civil Service Commission the following certificates and authorizations affecting personnel:

Reinstatement certificates-----	385
Promotion certificates-----	619
Transfer certificates-----	289
Authorities for extensions of temporary appointments-----	432
Authorities for extensions of suspensions-----	11

*Retirement records.*—In line with the duty of keeping retirement records of all employees in the department, the division has devoted considerable time and effort during the year to bringing this information up to date and at the same time has handled the usual number of retirements occurring during the year. Twelve extra workers were engaged on a temporary basis during the latter part of the year to compile data on the service of individual employees for the period since passage of the retirement act in 1920.

During the fiscal year the division disposed of 307 retirement cases as follows:

Annuity retirements: 36 professional; 88 subprofessional; 20 clerical, administrative, and fiscal; and 27 custodial employees.

Disability retirement: 7 professional; 17 subprofessional; 20 clerical, administrative, and fiscal; and 3 custodial employees.

The averages of the annuities in the various groups are as follows:

Professional and scientific-----	\$1, 660. 77
Subprofessional-----	926. 61
Clerical, administrative, and fiscal-----	907. 88
Custodial-----	749. 42

Continuances in services after passing retirement age: 53 first continuance; 29 second continuance; 3 third continuance; 1 fourth continuance; 2 fifth continuance; and 1 sixth continuance.

Fifty-two persons who will reach retirement age during the first half of the coming fiscal year have already been reported for continuance. Many more will be retired during that period because of age or disability.

#### DIVISION OF ORGANIZATION AND CLASSIFICATION

The division of organization and classification was created on June 1, 1929. It is concerned with carrying out the provisions of the classification act of 1923 and subsequent amendments, which provide for the classification of Federal positions in the District of Columbia into various services and salary grades. This division is also concerned with the department's organization problems and the placement of individual employees in positions for which their training and experience best qualify them.

During the fiscal year this division handled 1,085 cases, of which 545 involved new positions, 430 involved changes of duty, and 110 were appeals from present classification.

The department personnel consists of approximately 28,000 employees, of whom 17,000 are permanent, full-time workers, and about 11,000 are engaged jointly by the department and by State governments or other cooperating agencies. The work of this staff is



roughly grouped into five classes: Research, service and regulatory, educational and informational, administrative and clerical, and mechanical and custodial.

The types of positions that this division is called upon to classify cover the full range of grades and services as defined by the classification act and its amendments. Among the professional grades alone, this division classifies 5,346 positions involving 189 distinct classes; it deals with a far greater number of positions of a wide variety in the subprofessional, clerical-administrative-fiscal and custodial grades. The positions thus classified vary from director, bureau chief, specialized scientist, and administrative worker to charwoman and laborer.

Varied activities of the department are such that the personnel represents practically all occupations in the classified Federal service. The technical positions group themselves generally into seven occupational fields: Economics, agriculture, biology and physical sciences; medical science; veterinary science; legal group; library group; and engineering group.

*Scope of classification duties.*—The division of organization and classification recommends the allocation of positions according to the character of work, difficulty involved, degree of responsibility, and qualifications necessary to perform the duties. It investigates appeals from existing classification and recommends appropriate action to the director.

The division represents the director before the Personnel Classification Board on all matters of personnel classification affecting this department. Classification requests received from the bureaus are first analyzed and investigated by this division, at which time an effort is made to coordinate each position with similar positions in this department and, in so far as possible, with similar positions in other departments. The division then assists the bureaus in preparing their job specifications in accordance with the requirements of the Personnel Classification Board. The division contacts representatives of the Personnel Classification Board and assists them in determining the correct grades in cases referred to them.

Recognizing that one's judgment can be no better than his information, the division has developed a file of pertinent information about department activities. This file assists both the division and the Personnel Classification Board in arriving at just decisions in their allocation of positions.

*Accomplishments.*—Since its creation, the division has made an earnest endeavor to coordinate the positions in this department. Early in the fiscal year the division reviewed some of the more tangible accomplishments of a period of three months. This study showed that the coordination work and the incidental studies of organizations effected appreciable savings.

In addition to actual monetary savings, the division has made some progress in its placement work. In many cases its recommendations have resulted in the shifting of employees into types of work which they were best qualified to perform.



The division has made a number of organizational studies, some at the request of the bureaus and some inaugurated by this division. In some instances these studies are still in progress, while others, already completed, have led to the creation of new divisions and the consolidation of activities. It is also conducting type-of-work studies for the purpose of developing uniform standards of work within certain classification grades. The object of these studies is to align all positions of like character in accordance with the standard established therefor.

In November, 1929, the division of organization and classification undertook the task of charting the entire personnel of the Department of Agriculture. By the end of June, 1931, it had prepared charts for about 400 units—preliminary or permanent charts for all of the department except the Office of Cooperative Extension Work and part of the Bureau of Agricultural Economics. These charts show the positions of more than 20,000 workers. The charts have been filed with the Secretary and with each bureau studied.

The Personnel Classification Board has not been empowered to establish a classification system for field forces, but the department is applying the same system, in so far as possible, to both headquarters and field.

Incidental to the classification of personnel is the preparation of definitions of functions of each position in the department. The division carefully prepares detailed descriptions of bureau functions and functions of branches, divisions, sections, units, and individual employees in each bureau.

The division made considerable headway in preparing a Manual of Classification; which will be useful to employees in dealing with personnel and classification matters. It will treat the subject broadly, explaining what constitutes a classification scheme, outlining the history and jurisdiction of the Personnel Classification Board and discussing the development of a classification file, the writing of job specifications, and the administration of a classification and compensation plan.

#### BRANCH OF BUSINESS AND FISCAL OPERATIONS

The branch of business and fiscal operations, under the general supervision of the assistant director and budget officer, comprises the division of accounts and disbursements, the division of purchase, sales, and traffic, the division of operation, and the office of accounts for the office of the Secretary.

The assistant director and budget officer supervises the preparation of the department's estimates of financial needs and their presentation before the Bureau of the Budget and the Appropriation Committees of Congress and serves as the department's general contact officer with these agencies. He exercises general oversight over the business and fiscal affairs of the department. This involves the allotment and apportionment of appropriations, questions of general policy dealing with expenditures, legislation involving expenditure



of funds, accounting or other procedure involving action by the General Accounting Office, and correspondence, reports to Congress, and other such related matters.

The division of accounts and disbursements maintains the central departmental appropriation ledgers and records of receipts and expenditures, provides all bureaus with periodical statements of balances, and affords technical advice to the special temporary disbursing agents of the department. It includes the main disbursing office of the department wherein all funds are disbursed and all receipts collected for the department except those handled by the fiscal agents of the Forest Service and the special disbursing agents. This division also handles, in conjunction with the budget officer, the compilation of the detailed estimates of appropriations.

The division of purchase, sales, and traffic coordinates the purchase, property, sales, and traffic work of the department. It solicits and accepts bids for the department's procurement of a large percentage of the department's material, supplies, and services, and supervises the operation of the department's central stores—the distributing point of supplies in the District of Columbia. It serves as a clearing house for the interchange of surplus property between bureaus and departments. Through the traffic section, it routes all departmental equipment and supplies in a manner affording the most economical transportation, estimates shipping costs where they are a factor in determining the lowest bid for material to be purchased, assists the personnel with its passenger-transportation problems, and provides freight and passenger rate information to the department's auditors.

The division of operation has charge of miscellaneous operating matters and includes the duties previously performed by the office of the chief clerk of the department, and the operation of the sections of mails and files, telegraph and telephone, the watch force engaged in guarding the buildings and grounds of the department, the cleaning and labor forces, and the mechanical shops of the department. The shops construct special scientific and other equipment used by the department, maintain the power plant and department garage, and perform a variety of other services.

The office of accounts for the Office of the Secretary maintains the operating accounting records for the Office of the Secretary, the Extension Service, the Office of Experiment Stations, the Office of Information, and the Grain Futures Administration. These records are to be distinguished from the general departmental accounting records maintained in the division of accounts and disbursements.

#### THE DEPARTMENT BUDGET

Total appropriations made for the Department of Agriculture for all purposes, for the fiscal year 1931, covered by this report, amounted to \$349,246,090. Appropriations thus far made for the fiscal year 1932, amount to \$247,283,130. It will be noted that funds appropriated for highway construction are well in excess of 50 per cent of the total appropriations for each year. The distribution of the appropriations for 1931 and 1932 is shown in the Table 1.



TABLE 1.—*Distribution of appropriations for fiscal years 1931 and 1932*

Activity	Fiscal year	
	1931	1932
Regular bureau appropriations:		
Office of the Secretary.....	\$1, 194, 400	\$1, 313, 015
Office of Information.....	1, 355, 827	1, 420, 961
Library.....	104, 560	110, 620
Office of Experiment Stations.....	412, 434	399, 410
Extension Service.....	1, 685, 000	1, 719, 560
Weather Bureau.....	4, 123, 280	4, 497, 720
Bureau of Animal Industry.....	15, 678, 110	16, 085, 195
Bureau of Dairy Industry.....	744, 115	796, 990
Bureau of Plant Industry.....	5, 683, 599	5, 839, 238
Forest Service.....	14, 225, 650	14, 384, 620
Bureau of Chemistry and Soils.....	1, 859, 115	2, 177, 201
Bureau of Entomology.....	2, 703, 204	2, 863, 740
Bureau of Biological Survey.....	1, 961, 520	2, 229, 170
Bureau of Public Roads.....	208, 400	179, 940
Bureau of Agricultural Engineering.....	459, 500	583, 840
Bureau of Agricultural Economics.....	6, 633, 643	7, 241, 136
Bureau of Home Economics.....	208, 356	246, 700
Plant Quarantine and Control Administration.....	3, 739, 163	3, 747, 930
Grain Futures Administration.....	172, 640	221, 480
Food and Drug Administration.....	1, 635, 585	1, 810, 228
Seed loan collections.....	90, 318	125, 000
Total, regular bureau appropriations.....	64, 878, 419	67, 993, 694
Payments to States (exclusive of roads):		
Experiment stations.....	4, 340, 000	4, 357, 000
Extension Service.....	8, 742, 936	8, 746, 936
Cooperative forestry items— <sup>1</sup>		
Fire prevention on privately owned and State timberlands.....	1, 700, 000	1, 775, 000
Distribution of planting stock.....	93, 000	95, 000
National-forest receipt funds.....	4, 015, 500	4, 015, 500
Special items:		
Mediterranean fruit fly.....	1, 740, 000	-----
Compensation for noncotton zones.....	675, 000	-----
Fighting forest fires (deficiency).....	1, 270, 000	-----
Buildings at Madison, Wis., and Alameda, Calif.....	<sup>2</sup> 900, 000	<sup>2</sup> 800, 000
Emergency relief funds (exclusive of roads):		
Loans.....	<sup>2</sup> 45, 000, 000	<sup>2</sup> 22, 000, 000
Construction, etc.....	799, 300	-----
Road funds:		
Emergency construction act—		
Federal-aid highways (advances to States).....	80, 000, 000	-----
National-forest highways.....	3, 000, 000	-----
Fire-protection forest roads and trails.....	3, 000, 000	-----
Public-land highways.....	<sup>2</sup> 3, 000, 000	-----
Other road funds—		
Federal-aid highways.....	<sup>2</sup> 109, 000, 000	<sup>2</sup> 125, 000, 000
Forest roads and trails.....	<sup>2</sup> 11, 000, 000	<sup>2</sup> 12, 500, 000
Mount Vernon memorial highway.....	<sup>2</sup> 4, 700, 000	-----
Flood-relief roads and bridges.....	<sup>2</sup> 1, 391, 935	-----
Total, road funds.....	215, 091, 935	137, 500, 000
Total, all purposes.....	349, 246, 090	247, 283, 130

<sup>1</sup> Small amount used by Forest Service.<sup>2</sup> Available in 1931 and 1932.

*Appropriations for drought and unemployment relief.*—The appropriations listed in Table 1 include sums totaling over \$169,000,000 which were provided for 1931 or, if included in the 1932 appropriation act, were made immediately available upon passage of the act on account of drought and unemployment relief, as shown by the following tabulation:

## Office of the Secretary:

Changing from direct to alternating electric current in east and west wings of department building.....	\$23, 480
Repairs to elevators, east and west wings.....	60, 000



## Bureau of Animal Industry:

## Animal husbandry—

Clearing land for pasture development at Beltsville, Md----	\$13, 495
Clearing and fencing land at Beltsville, Md-----	12, 500
Pasture and water development and shed and lot construction at the range livestock experiment station, Miles City, Mont-----	9, 000
Increased facilities at Beltsville, Md., for poultry investigations-----	10, 000
Diseases of animals: For construction of a laboratory at Beltsville, Md., for the investigation of animal parasites-----	13, 000

## Bureau of Dairy Industry:

Construction of a nutrition laboratory at Beltsville, Md-----	25, 000
Construction of an incinerator at Beltsville, Md-----	5, 000
Remodeling and construction of farm and laboratory buildings and improving water and electric systems and clearing and fencing land at dairy experiment farm, Beltsville, Md-----	50, 000
Construction of farm buildings at the Ardmore, S. Dak., dairy station-----	5, 000
Construction work at the Woodward, Okla., dairy station----	2, 000

## Bureau of Plant Industry:

Construction, repair, and improvement of farm and laboratory buildings and other structures, road work, grading, etc., and for other necessary installations in connection with field activities in various States-----	75, 000
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## Forest Service:

Construction of fire-protection roads and trails in the national forests-----	3, 000, 000
Field work in controlling white-pine blister rust in the national forests of northern Idaho and adjacent portions of Montana and Washington-----	45, 000
Construction of sanitary facilities on national forests-----	40, 000
Improvements on national forests (other than roads and trails)-----	494, 200
Construction of improvements for the protection and administration of the national forests: Range improvements; combating insect infestations on the national forests adjacent to the Yellowstone National Park and threatening the park timber and valuable timber stands in northern Idaho-----	354, 800
Completion of construction of Forest Products Laboratory buildings at Madison, Wis-----	800, 000

## Bureau of Biological Survey:

Construction, repair, and improvement work of various kinds and for surveying wild-life refuges, in connection with bird and game reservations and other field activities in the Western States and elsewhere; and control of injurious predatory animals and rodents-----	300, 000
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## Bureau of Public Roads:

Construction and maintenance of main roads through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations other than forest reservations-----	3, 000, 000
Advance of funds for construction of Federal-aid highways, reimbursable by deductions from future regular apportionments to States-----	80, 000, 000
Construction and improvement of highways within the boundaries of the national forests-----	3, 000, 000
Speeding up program of Federal-aid highway construction (being part of \$34,000,000 supplemental appropriation for highway construction provided by the first deficiency act, 1931)-----	10, 000, 000
Construction of buildings on Government Island, Alameda, Calif., for accommodation of offices of Forest Service, Bureau of Public Roads, and Coast Guard-----	800, 000

## Plant Quarantine and Control Administration:

Construction of a fumigation house at Presidio, Tex-----	35, 000
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## Seed Loan Office:

Loans to farmers in the drought, storm, and hail stricken areas of the United States, for the procurement of seed, fertilizer, feed for work stock and for other livestock, and fuel and oil for tractors used for crop production-----	\$45, 000, 000
Loans to individuals in the drought, storm, and hail stricken areas of the United States for the purpose of assisting in forming local agricultural credit associations, livestock loan companies, or like organizations or of increasing the capital stock of such organizations or of making loans to individuals upon security of the capital stock of such organizations; and to make loans to farmers for crop production for the crop of 1931 and for further agricultural rehabilitation in the drought, storm, and hail stricken areas of the United States-----	20, 000, 000
Loans to farmers in the storm and drought stricken areas of Alabama, North Carolina, South Carolina, Georgia, and Florida, for the crop year 1931, for purchase of seed, fertilizer, feed for work stock, and fuel and oil for tractors used for crop production-----	2, 000, 000
Total-----	169, 172, 475

## DIVISION OF ACCOUNTS AND DISBURSEMENTS

During the fiscal year of 1931 this division examined and paid 463,332 vouchers and pay rolls, amounting to \$243,781,041.96, and issued 728,031 checks on the Treasurer of the United States in payment thereof. From the regular appropriation provided by Congress, special-receipt funds and contributions from private co-operators, for salaries and expenses incurred in the general operation of the department and payments to the States for Federal-aid road work, agricultural experiment stations and cooperative agricultural extension work, the amount disbursed was \$233,981,391. This involved the payment of 374,349 vouchers and pay rolls by issuing 648,205 checks. In addition this office issued 89,826 checks amounting to \$9,799,650.96 in payment of 88,983 vouchers for emergency-relief loans made to farmers in flood and drought stricken areas administered by the Washington regional seed loan office. The remaining \$37,985,775.61 of loans which have been made was distributed directly by the seed loan office through its other regional branches.

The semimonthly payments of salaries of employees stationed in Washington, included in the above total amount, involved the handling and disbursement of \$6,461,194.11 in cash by this office. The average number of employees paid in cash each semimonthly pay day was over 4,000, making a total of about 100,000 individual cash payments for the 24 semimonthly pay days.

The disbursing clerk received from the various bureaus of the department and deposited in the Treasury collections of public moneys totaling \$4,859,221.94. These collections consisted of \$3,833,325.95 in repayments to appropriations and funds (principally repayments of storm and flood relief loans made to farmers in previous years); \$831,659.99 in miscellaneous revenues accruing from sales of Government property, services rendered the public, fees for the official inspection, grading or classification of commodities, and from other sources; and \$194,236 in contributions from private co-operators to defray in part the expenses of cooperative investigations in which they are interested.



These collections involved the receipt, handling, verification and posting of 7,445 schedules of collections, comprising a very much greater number of individual remittances, transmitted to this office by the various bureaus of the department, and the preparation of 841 certificates of deposit, transmission thereof to the Treasurer of the United States, and accounting therefor in the manner prescribed by the General Accounting Office.

Table 2 illustrates the steady growth of the work of the division of accounts and disbursements:

TABLE 2.—*Vouchers paid and checks drawn by the division of accounts and disbursements, fiscal years 1926 to 1931*

Fiscal year	Vouchers paid	Checks drawn	Fiscal year	Vouchers paid	Checks drawn
	<i>Number</i>	<i>Number</i>		<i>Number</i>	<i>Number</i>
1926-----	242, 951	397, 292	1929-----	292, 947	473, 384
1927-----	254, 744	410, 521	1930-----	333, 059	546, 145
1928-----	<sup>1</sup> 267, 143	<sup>1</sup> 441, 025	1931-----	<sup>2</sup> 374, 349	<sup>2</sup> 648, 205

<sup>1</sup> Exclusive of 215,000 vouchers paid and a like number of checks issued in connection with the campaign for control of the European corn borer.

<sup>2</sup> Exclusive of 89,000 vouchers paid and a like number of checks issued in connection with emergency drought relief and rehabilitation loans to farmers.

Aside from the large amount of extra work devolving on the disbursing office during the fiscal year 1931 in making payments to farmers for the emergency drought relief and rehabilitation loans, the number of vouchers and pay rolls paid in connection with the regular activities of the department exceeded that for the preceding year by 41,290 and the number of checks drawn was 102,060 greater than in the fiscal year 1930, an average increase of over 3,400 vouchers and over 8,500 checks per month.

OFFICE OF ACCOUNTS (OFFICE OF THE SECRETARY)

The office of accounts performs the accounting work and maintains financial records for the Office of the Secretary, the Extension Service, the Office of Experiment Stations, the Office of Information, and the Grain Futures Administration. It also makes the administrative examination of the accounts of the insular experiment stations and exercises supervision over the insular disbursing agents.

During the year the office audited 21,661 vouchers for expenditures aggregating \$24,800,259.97, which constituted funds appropriated for the above-mentioned units of the Department of Agriculture. However, the office had either direct or indirect control over the accounting for expenditures of \$39,806,298.15, of which \$15,006,038.18 was provided by States as extension funds to supplement Federal funds of like kind.

*Accounting methods.*—The office of accounts uses an accounting system developed jointly by the chief accountant, the Institute for Government Research, and the General Accounting Office. By adoption and standardization by the General Accounting Office, this system has become the uniform system prescribed for all Government agencies. Its subsequent adaptation to flat-bed bookkeeping-machine



operation has enabled the accounting office to handle a greatly expanded volume of business with but slight increase in force.

By use of the electrical pay roll machine of the stencil type it is possible to produce pay rolls of the Secretary's Office at the rate of 1,400 impressions an hour, while the same stencils prepare in duplicate the individual cash payments inserted in the disbursing clerk's pay envelopes and record payments on the individual salary-record cards maintained for each employee.

#### DIVISION OF PURCHASE, SALES, AND TRAFFIC

For many years a board of awards served as the department's principal purchasing agency. This board consisted of the department chief clerk, who was chairman, and two administrative officers from the bureaus. It passed on all proposals for the purchase of supplies not included in the general supply-committee contracts. Field officers or other bureau officers purchased all field supplies.

In 1921 the Federal Government created the Federal Purchasing Board, Federal Specifications Board, and Federal Traffic Board, with membership made up of various department representatives, and at the same time required each department to coordinate all of its purchase, property, and traffic activities. The Department of Agriculture soon consolidated these activities in one unit and in 1925 designated it as the division of purchase, sales, and traffic within the Office of Personnel and Business Administration. Two years later the office of the property clerk and purchasing agent of the Office of the Secretary also became a part of this division.

The chief of the division is the contracting or awarding officer of the department. The division is concerned with matters pertaining to purchases, supplies, traffic, and disposition of the department's surplus products.

*Extensive purchases.*—The division solicited and accepted 4,456 bids during the year. This work has steadily expanded from 1,614 bids in 1925 to the present figure, the largest in the history of this division. The flow of bid work during the year is far from uniform, partly because of the irregularity of seasonal work. About 40 per cent of these bids were rushed through the division during the last quarter of the fiscal year.

The division approved 150 bureau purchase orders, each in excess of \$500, for an aggregate expenditure of more than \$200,000 during the year and also solicited and accepted bids for many other large bureau purchases. Forest-road contracts to the extent of \$6,500,000, all requiring the Secretary's signature, first passed through this division for inspection. The division purchased \$1,300,000 worth of road-building equipment for the Forest Service during the four months beginning with December. Much of this was rush work incident to the national unemployment-relief program and added to the burden of the division's growing bid work. The General Supply Committee made definite-quantity purchases on quarterly contracts for \$100,000 worth of tires and tubes and \$22,358 worth of supplies in common use.

*Estimates for 1932 automobile purchases.*—The division compiled the annual estimate of the department's needs for passenger vehicles



during the fiscal year 1932 and obtained for the department an authorization to spend \$225,000 for purchase of about 170 new cars. About 90 per cent of the department's automobile purchases are within the low-price field.

*Surplus-property transfers.*—The division has performed a considerable service this year as a clearing house for all surplus property within the department and for the interchange of surplus property between this and other departments. When field property is no longer needed by the Department of Agriculture, this division reports it to the chief coordinator for advertisement to other departments. During the first 11 months of the fiscal year the Department of Agriculture received from other departments property currently valued at \$51,341.32, and released to other departments surplus property valued at \$158,032.87. This reverses the ordinary balance of exchange, since the Department of Agriculture usually receives more in these annual interdepartmental transfers than its contributes.

*Office of the traffic manager.*—The office of the traffic manager promotes the efficient and economic operation of all the department's transportation of both personnel and property. During 1931 the office supplied freight-rate information for 2,106 shipments. Most of this came from the Federal Traffic Board. The office also obtained from the Federal Traffic Board routings of 57 shipments, each in excess of 2 carloads, and routed on its own authority 32 carload shipments and 1,335 lesser shipments.

The traffic office handled more than two and one-half times as many freight-rate computations during the year as in 1930 and more than fourteen times as many as in 1928. The office also supplied department personnel with passenger and Pullman rates for 495 trips. This office has charge of distribution of all transportation-request forms for use of the department's employees.

*Central stores.*—During the fiscal year the central stores distributed \$211,725.11 worth of supplies to various offices and bureaus of the department, as contrasted with a distribution of only \$26,595 worth of property seven years earlier. The work of this unit has increased steadily year after year since its establishment. And while the value of supplies has trebled within the last six years, the central stores handled the greater volume with only 22 per cent more purchase orders. The central stores unit procures and distributes all supplies for the Office of the Secretary and for the addressing, duplicating, and mailing section and the illustrations section within the Office of Information, serves as a general supply office for the Bureau of Entomology, the Grain Futures Administration, the Bureau of Dairy Industry, Bureau of Agricultural Engineering, the Bureau of Home Economics, and the Washington forces of the Bureau of Agricultural Economics, and procures definite-quantity supplies for the remainder of the bureaus. It also serves the insular experiment stations by purchasing all of their supplies made in the continental United States. It maintains all property records of the Office of the Secretary, the Grain Futures Administration, and the insular experiment stations.

*Central supply service.*—It will be seen that despite the fact that the various bureaus and offices of the department in Washington have heretofore been scattered over a large area, it has been found



possible and economical during recent years to effect a considerable concentration of our service of supply in the central stores unit of the division of purchase, sales, and traffic.

With the bringing together of the Washington offices of the department virtually into one building, now contemplated by the building program, the maintenance of numerous individual bureau and office storerooms for common supplies will not be necessary or justifiable, and it is planned, therefore, to provide a complete central supply and shipping and receiving service to meet all of the needs of the department, provided suitable legislative and fiscal authorization can be obtained to make such operation possible on a basis of assured efficient service. The Comptroller General has held that the present legislative authorization of the department is not sufficient, in his opinion, for continuing, on the present basis of operation, the maintenance of a general storeroom for resale of supplies to the bureaus, but the department has been allowed until June 30, 1932, to secure an authorization which will be deemed adequate by the Comptroller. It is planned to seek such authorization from Congress, and in view of the obvious advantages of this centralized handling of the supply service, it is hoped that it will be granted.

*Department store.*—The division sold \$40,637.64 worth of perishable products resulting from the department's experimental work in and near Washington. These sales were made in the department store.

*Representing department on coordinating boards.*—The chief of the division represents the department on the Federal Purchasing Board, the Federal Specifications Board, and the Federal Standard Stock Catalogue Board. The traffic manager represents the department on the Federal Traffic Board. These interdepartmental boards were particularly active this year performing work which does not occur every year. The Federal Specification Board is now revising the existing Federal specifications, numbering more than 700. The purchasing board is conducting many commodity studies. The catalogue board is preparing a general catalogue of all items of property in use in the Federal service. Many of the department's representatives on the technical subcommittees of the specifications and purchasing boards have rendered valuable assistance in this work.

#### DIVISION OF OPERATION

The division of operation was organized February 6, 1931, by combining and realigning several of the units formerly included in the chief clerk's office. The new division comprises the mechanical shops, central labor and char forces, the department's telephone and telegraph section, the watch force, the Secretary's file room and the department post office. The chief of the division also supervises budgets and expenditures and the personnel activities of the Office of the Secretary.

During the year this division has inaugurated three special projects, reroofing of the east and west wings of the Agricultural Building, remodeling of the elevator equipment in those wings, and conversion of the electric current of those wings from direct to alternating current uniform with the current in the new administration unit. The



elevator-remodeling program includes a plan to speed up the passenger cars and to install safety devices and new inclosure fronts. Although the electric-current change over has been started, it will not be completed for several months.

*Greater telegraph and telephone service.*—The volume of telegraph and telephone traffic continued its rapid rate of increase during the year. The telegraph and telephone section installed 202 new telephone stations during the year, increasing the total number from 1,510 to 1,712, or 13.3 per cent. Telephone operators handled 2,562,596 calls during the year, according to an estimate based on traffic tests at various times during the year. This was about 13.2 per cent greater traffic than in 1930. Of this number, 1,484,145 were branch-to-branch calls.

To meet this increase of telephone business the section has added a new operator, installed numerous direct lines to other departments, compiled and distributed a 56-page telephone directory, and substituted the call-by-number system for the previous plan of calling by name. The favorable response of the department personnel has paved the way for the change from manual to automatic operation, which will take place probably within the ensuing year.

The telegraph and telephone section also handled 61,035 incoming and outgoing telegrams, an increase of 19 per cent over the previous year. These telegrams averaged about 33 words each. The staff actually checked and audited 122,821 messages, including many telegrams passing through branch stations, at a total cost of \$74,830.94. A tendency of various officers of the department to file most of their messages between 3.30 and 4.30 p. m. causes a congestion and a certain amount of delay in this emergency work, no matter how much the telegraph and telephone section attempts to handle them promptly. It is impracticable for the department to employ sufficient personnel to provide for this limited peak period and the earlier filing of messages is necessary for effective service.

*Improved mail service.*—Upon the organization of the division of operation, the department post office was placed under the direction of the officer in charge of the Secretary's file room. This change has materially improved the efficiency of the mail service.

*Char and watch duties complicated.*—The cleaning force has kept its work up to standard in the administration building, where corridors were crowded with temporary drought-relief workers, only by introducing improved methods and working more efficiently. During the year many personnel units have moved to new quarters and the labor force has assisted in its customary way with this change.

During the year the department has occupied several additional buildings in widely scattered locations, thereby increasing the duties of the watch force in guarding buildings. By doubling assignments, the watch force has been able to guard the extra buildings. The division of operation has made a tentative provision for increasing the amount of compensatory time allowed members of the watch force for Sunday service, thereby establishing the workers more nearly on a basis comparable with that of other departments.



*Mechanical shops.*—The mechanical shops were organized for the purpose of assisting the department's scientists in the construction of laboratory apparatus, maintaining the buildings in condition suitable for the best work, and providing certain other services. As one of their chief functions, the shops construct intricate scientific devices, many of which could be obtained only with difficulty and at great expense in commercial fields.

Among the most interesting pieces of apparatus constructed in the shops are two propagating boxes, one designed to be dismantled for convenience in shipping, and both employing a circulating-water temperature-control system built into the walls. The shops also designed and built some metal plant-growing chambers in which light, atmospheric pressure, humidity, temperature, and carbon-dioxide are under control. As another outstanding example of the skilled work required of the mechanical shops each year, the staff constructed a 10-compartment cabinet with independent thermostatic control over each separate compartment and the automatic stirring of the contents of 8 compartments during 2 minutes out of every 10 minutes. The stirring occurs progressively from compartment 2 to compartment 9.

As one of its regular activities, the shops completely outfitted eight new laboratories and made alterations in several others. They operated refrigeration plants for the bureaus in accordance with the exacting requirements of experimentation. In one instance, they maintained several thousand cans of vegetables in refrigeration at the correct temperature continuously for nine months, with never a deviation.

In addition to these services, the staff of workmen skilled in various trades also engages in a variety of activities, such as painting, plumbing, electrical work, repairing motor cars and trucks, operating a motor-transportation service, repairing typewriters, making awnings and rubber stamps, and maintaining and operating the department's elevators.

The total work performed by the mechanical shops during the year represented the gross expenditure of \$367,363. This compares with the previous year's expenditures of \$339,982, or an increase of 8.1 per cent. Of these amounts, \$227,487 and \$210,469, respectively, represent reimbursable work performed for the bureaus and offices during the 1931 and 1930 fiscal years, or an increase of 8.1 per cent in 1931. The reimbursable work involved 13,861 shop requests, an increase of 17 per cent over the previous year.

*Real estate and housing.*—The Department of Agriculture occupies 58 buildings within the District of Columbia. The Federal Government owns 40 of these and the department rents the remaining 18 privately owned buildings. During the year the department paid \$133,945 for rental, while another governmental agency paid for the rental of the building occupied by the Plant Quarantine and Control Administration. The individual rentals range from \$35,000 a year for an 8-story building on F Street NW. to \$330 a year for one office room on the same street.

A statement of the space occupied by various units of the Department of Agriculture in the United States and its possessions and the annual expenditure for rented space is shown in Table 3.



TABLE 3.—*Space occupied by the Department of Agriculture in 1931*

Bureau	Federal buildings <sup>1</sup>		Rented buildings			
	Within District of Columbia	Elsewhere	Within District of Columbia		Outside District of Columbia	
	<i>Square feet</i>	<i>Square feet</i>	<i>Square feet</i>	<i>Rental</i>	<i>Square feet</i>	<i>Rental</i>
Agricultural Economics.....	187,723	25,033	8,685	\$6,545	172,407	\$148,051
Animal Industry.....	87,428	56,298			34,776	41,040
Biological Survey.....	20,423	9,041	740	202	14,100	8,220
Chemistry and Soils.....	34,761	537	112,837	26,589	12,876	4,470
Dairy Industry.....	24,606	638			9,700	2,479
Entomology.....	46,930	175	3,000	900	134,196	57,068
Extension Service.....	51,088	60,424			29,400	4,200
Food and Drug Administration.....	216	50,228	50,962	15,609	21,207	25,870
Forest Service.....		96,708	54,270	36,600	397,337	149,959
Grain Futures Administration.....	2,795				5,787	11,835
Home Economics.....			23,200	31,500		
Office of the Secretary.....	237,720	620	5,872	( <sup>2</sup> )	750	810
Plant Industry.....	252,750	2,908			44,269	21,179
Plant Quarantine and Control Administration.....	5,111	9,660	27,401	( <sup>2</sup> )	300,696	95,393
Public Roads.....	24,529	22,843	37,438	15,000	47,712	52,582
Seed Loan Office.....	3,831				10,800	3,000
Weather.....	47,775	94,027	2,224	1,000	81,101	119,536
Total.....	1,027,686	429,140	326,629	133,945	1,317,114	745,692

<sup>1</sup> Exclusive of buildings owned by Department of Agriculture.<sup>2</sup> Rent paid by another department.

On September 15, 1930, the Secretary designated an advisory committee composed of representatives of several bureaus, to assist the Director of Personnel and Business Administration in determining the special needs of the bureaus for which provision should be made in the extensible building, and in the preparation of plans and specifications for special facilities and equipment for laboratory work.

On February 2, 1931, the Secretary designated the Director of Personnel and Business Administration, the executive secretary to the director, and the department real-estate officer as a committee of three to plan a constructive program for the most effective housing and land utilization in the department. A primary consideration of this committee is the possibility of consolidating some of the suburban stations near Washington to improve the efficiency of operation. There are three such stations in Virginia and eight in Maryland, all within commuting distance of headquarters. The bureaus conducting scientific work at these stations are cooperating in this endeavor.

The committee, advisory in character, devotes its time to fact-finding and planning. The activities of this committee and of the real-estate office are closely interrelated.

During the last two years the department has required additional space to house its ever-growing staff of workers. However, this expansion did not involve any increase in the cost of rental, for the Federal Government recently acquired 11 buildings in southwest Washington for future building sites and has made them available to the department. In fact, the department has been able to reduce its rental bill somewhat by occupying these rent-free buildings. The Government building program, partly in progress and partly scheduled for the future, should eventually fulfill all of the department's housing needs in the District of Columbia and eliminate rental completely from the budget.



The contemplated building program will benefit the Department of Agriculture to a far greater extent than can be measured in terms of rental. It will make possible the consolidation of closely related departmental units in conveniently grouped quarters, and will thereby facilitate contacts among the workers. It will eliminate the waste of time involved in travel between outlying offices and bureau centers. It will also enable smaller staffs to render better messenger and mail service and better service in heating and cleaning the buildings and disposing of wastes.

The department has a substantial interest in the Federal building program throughout the United States, for four-fifths of the departmental staff, about 22,000 workers, are located outside of the District of Columbia. The Federal Government has renewed its activities of constructing public buildings since the passage of the act of May 26, 1926. The Treasury Department, in conducting this building program, has erected public buildings in practically every State during the 5-year period.

There is a distinct advantage to the department in quartering its field forces in Federal buildings. There are no rental costs, maintenance responsibilities, or fire hazards in these quarters. Consequently, the department has kept in close contact with those in charge of this building program and in return has been accorded the greatest cooperation by them.

Within the five years the department has been assigned quarters in new Federal buildings in 134 cities in 44 States and 2 Territories. From one to eight Department of Agriculture organizations are quartered in each of these Federal buildings and in most cases their quarters are entirely satisfactory for their needs. This program of cooperation will be continued and it should, as time goes on, make the department's operation in the field more economical.



